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Abbreviation.—L.R. = "London Reform," an annual T.R.U. publication. (When otherwise stated, volume 18 for 1933-4 is intended.)

FACTS FOR LONDONERS.

LONDON is more than a city; it is a whole kingdom in itself, with revenues exceeding those of mighty principalities. With its suburbs it exceeds in population Scotland or Ireland with Wales thrown in; if it were emptied to-morrow the whole of the inhabitants of New York and Paris together could do no more than refill it. One-sixth of the total population of the United Kingdom is gathered into the metropolitan centre, which forms at once the largest manufacturing town and the greatest port, the chief literary and scientific centre and the commercial, banking, shipping and insurance emporium of the world. As such it has needs and problems peculiar to itself. In the following pages the Londoner will find some of the facts and figures without which he can neither understand his position nor discharge his duties as a citizen.

LONDON'S SIZE AND GROWTH.

The area under the government of the London County Council or "Administrative County of London," with its 58 Parliamentary constituencies, measures $16\frac{1}{4}$ miles in extreme length (east and west) from Plumstead to Bedford Park, and $11\frac{3}{4}$ miles in extreme breadth (north and south) from Stamford Hill to Norwood. This area comprises, including "the City" proper, 74,817 acres, or nearly 117 square miles, exclusive of foreshore and tidal water, being three-quarters the size of Rutland or the Isle of Wight.

It is adjoined by the independent Municipal Boroughs of West Ham (with a population in 1901 of 267,358), Croydon (pop. 133,895), Hornsey (pop. 72,056), Wimbledon (pop. 41,652) and Bromley (pop. 27,354), the first two of which are "County Boroughs." The Municipal Boroughs of East Ham, Richmond and Ealing and the Urban Districts of Twickenham, Chiswick, Acton, Willesden, Hendon, Harrow, Finchley, Barnet, Wood Green, Tottenham, Edmonton, Walthamstow, Leyton and Barking, on the North of the Thames, and the Urban Districts of Erith, Bexley, Fools Cray, Chislehurst, Beckenham, Penge, The Maldens and Coombe, Ham and Barnes, on the South of the Thames also belong practically to the Metropolitan aggregation of population; while a broader view might extend the area of the Administrative County to embrace, say, the whole of the Metropolitan Police District, which comprises all parishes and places (except the City of London), any part of which is within a radius of 12 miles from Charing Cross, or the whole of which is within a radius of 15

miles. Indeed, this Metropolitan Police District, together with the old City of London, which has a police of its own, form an area which has latterly begun to be styled "Greater London." Greater London has an area of 693 square miles, and a population in 1901 of 6,581,402, estimated to have increased in 1906 to 7,113,560.

The 117 square miles of the Administrative County had in 1901, 571,768 inhabited houses, containing at that date 4,536,541 persons (2,142,085 males and 2,394,456 females), being 13·95 per cent. of the population of England and Wales; 60·5 to the acre, 38,795 to the square mile, 7·93 to each house (Census Report, Cd. 2174). Particulars as to the distribution of these millions will be found in the table following page 4.

This population was estimated to have increased, in 1906, to 4,721,216 persons, representing about 1,000,000 families (L. S., p. 28). Its growth, continuous for at least 500 years, has gone on since the beginning of the century (when it had only 136,196 houses, Report of M. A. B., 1888, p. 7) at a prodigious rate. Taking the best estimates prior to 1801, and the Census since that date, we get the following table:—

Year	Population	Percentage of England and Wales	Year	Population	Percentage of England and Wales
1350 ...	90,000 ...	3·60	1821 ...	1,379,573 ...	11·50
1600 ..	180,000 ...	3·27	1841 ...	1,949,277 ...	12·25
1650 ...	350,000 ...	6·26	1861 ...	2,808,494 ...	14·00
1700 ...	550,000 ...	9·16	1881 ...	3,830,297 ...	14·75
1750 ...	600,000 ...	9·16	1891 ...	4,228,317 ...	14·58
1801 ...	959,310 ...	10·79	1901 ...	4,536,541 ...	13·95

(*Encyclopædia Britannica*, vol. xiv., p. 821; and Census, London Cd.—2174.)

For many years past this general increase has been accompanied by a steady shifting of the population from the centre outwards. Thus, between the years 1861 and 1901, while the population of the "Central area" (comprising the City, Westminster, Marylebone, Holborn, Finsbury, Shoreditch, Bethnal Green, Stepney, Southwark and Bermondsey) decreased by 8·8 per cent., the population of the rest of the Administrative County increased by 144·6 per cent., and the population of the "outer ring" (*i.e.*, such part of "Greater London" as is not included in the Administrative County) increased by 393·7 per cent. (Cd. 2174.)

Since the end of the seventeenth century it has overtopped Paris as the largest city in Europe; but its unquestioned commercial, industrial and financial supremacy probably dates *only* from the "industrial revolution" of the 18th century and the Napoleonic wars. Of its 4,536,541 inhabitants, 3,016,580 were natives of London, 35,421 were born in Wales and Monmouth, 56,605 in Scotland, 60,211 in Ireland, 1,167,152 in other parts of England, 33,350 in British Colonies and Dependencies, and 161,222 in foreign countries. These last included 38,117 Russians, 15,420 Poles, 27,427 Germans, 11,264 French, 10,889 Italians, 6,189 Austrians, 4,419 Swiss, 4,249 Dutch and 5,561 from the United States. (Census Report, Cd. 875.)

The 1,399,969 occupied males and 719,331 occupied females, aged 10 years and upwards were distributed as follows :—

	Males	Females
I. General or local government of the country	46,638	5,796
II. Defence of the country	18,743	—
III. Professional occupations and their subordinate services	65,407	52,962
IV. Domestic offices or services	53,525	323,337
V. Commercial occupations	134,261	20,285
VI. Conveyance of men, goods and messages	243,924	3,860
VII. Agriculture	8,082	1,342
VIII. Fishing	56	—
IX. In and about and dealing in the products of mines and quarries	3,215	209
X. Metals, machines, implements and conveyances	95,503	3,932
XI. Precious metals, jewels, watches, instruments and games	37,681	4,034
XII. Building and works of construction	149,962	80
XIII. Wood furniture, fittings and decorations	61,891	7,929
XIV. Bricks, cement, pottery and glass	7,735	977
XV. Chemicals, oil, grease, soap, resin, &c.	18,645	5,915
XVI. Skin, leather, hair and feathers	19,238	9,468
XVII. Paper, prints, books and stationery	63,566	33,369
XVIII. Textile fabrics	24,161	22,917
XIX. Dress	81,178	156,050
XX. Food, tobacco, drink and lodging... ..	138,762	49,492
XXI. Gas, water and electricity supply, and sanitary service	12,907	119
XXII. Other workers and undefined workers and dealers ...	114,889	12,258
	1,399,969	719,331

273,916 males and 1,205,037 females, aged ten years and upwards, were retired or unoccupied, including school children.

The number of registered Parliamentary electors on 1st January, 1907, was 686,994. The number of male adults may be estimated at a quarter of the population, or about 1,180,000 on that date. Hence only a little more than half the men in London can vote.

Of those who possessed votes the percentage who took the trouble to vote was—

At the Parliamentary election, 1906 ...	78.3
At the County Council election, 1907 ...	55.5
At the Borough Councils election, 1906 ...	48.2
At the Guardians' election, 1907 ...	28.1

(L.S., vol. 17, 1906-07, pp. 12—27.)

The above percentages are understated, and in the case of the County Council elections to a substantial amount, on account of plural votes and duplicate registrations, of which London has perhaps 100,000 (the City's 32,647 electors nearly all have also votes elsewhere). The 5,212 electors of London University are not included.

THE SOCIAL CONDITION OF LONDONERS.

London contains some 1,000,000 families. How many of these are in destitute circumstances and how many comfortably off? The official census statistics give no information on this point. And there is no recent information of any kind. But nearly twenty years.

ago the Rt. Hon. Charles Booth, with the aid of a staff of assistants, made exhaustive enquiries into the subject, and took, chiefly by minute investigations into the books of the School Board Visitors, a complete industrial census of London, which is still of great value. His results are presented in detail in his book, "Life and Labour of the People in London," and his classification of the population of London, 1887-1889 (exclusive of inhabitants of institutions), as summarized at page 21 of Vol. II., is as follows :—

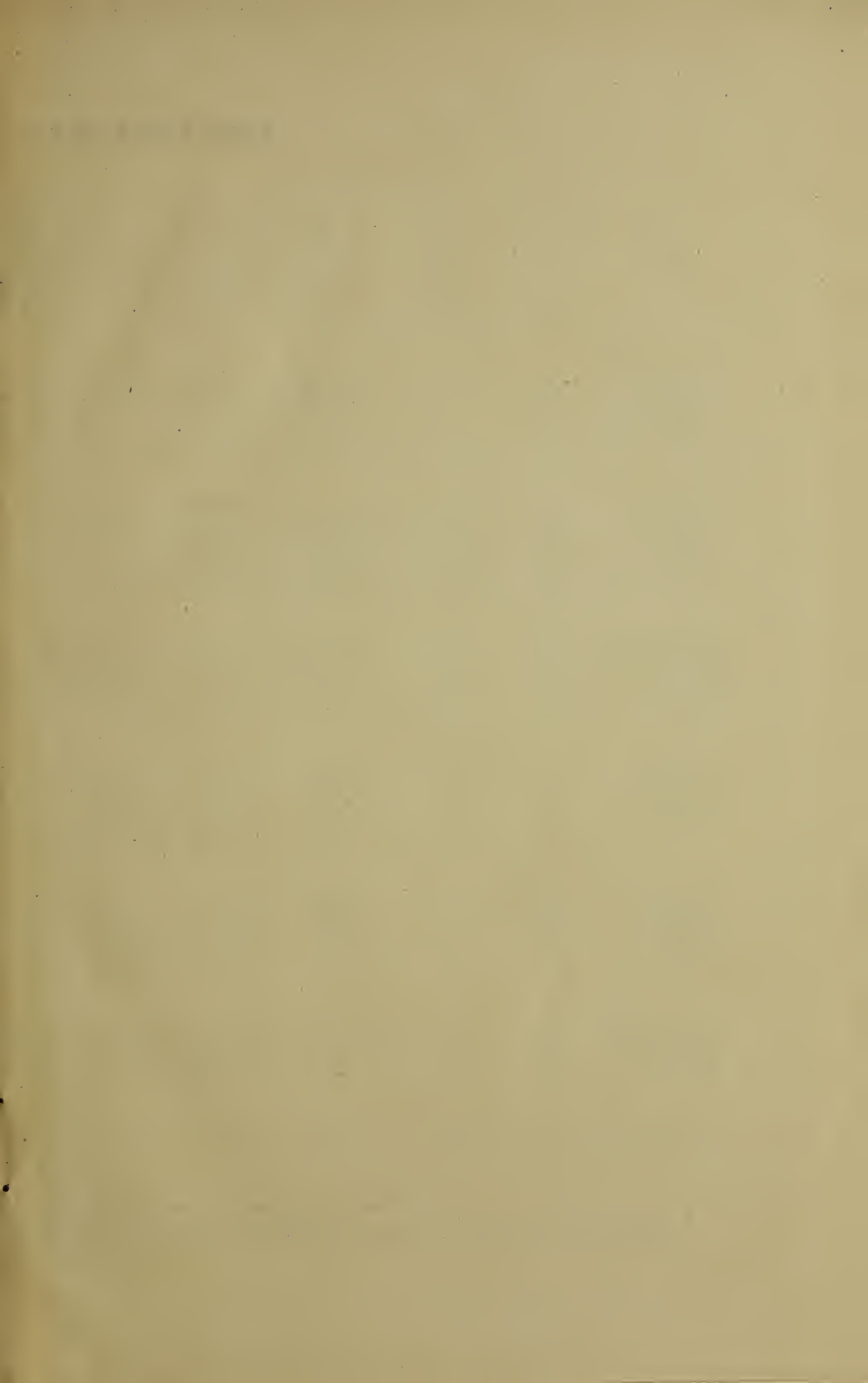
A.	The lowest class—occasional labourers, loafers and semi-criminals	Per cent.	
			·9
B.	The very poor—casual labour, hand-to-mouth existence, chronic want		7·5
C. & D.	The poor—including alike those whose earnings are small because of irregularity of employment and those whose work, though regular, is ill-paid		22·3
	Total in Poverty (<i>i.e.</i> not exceeding £1 1s. a week regular earnings)	—	30·7
E. & F.	The regularly employed and fairly paid working-classes of all grades		51·5
G. & H.	Lower and upper middle-class and all above this level ...		17·8
	Total in Comfort	—	69·3
			100

In another book he tells us that in East London at least a third of the poorer population migrate within twelve months. "A return prepared by one of the School Board Visitors, who has a fairly representative district in Bethnal Green, shows that of 1,204 families (with 2,720 children), 530 (with 1,450 children) removed in a single year" (C. Booth, "Life and Labour in East London," p. 27), and that female heads of families (widows or deserted wives) living in houses of not more than £35 rental were found to number, with their children, 34,020, representing about 8,000 households, or nearly 4 per cent. of the whole. Half of these supported themselves by washing or "charing," and one-third were in Class B, that is to say, "in chronic want" (*ibid.*, p. 61.)

In London one person in every three dies in a workhouse, hospital, or lunatic asylum. In 1904, out of 74,990 deaths in London (44,039 being over twenty years of age), 13,950 were in workhouses or workhouse infirmaries, 9,780 in voluntary hospitals, 1,105 in the Metropolitan Asylums Board's hospitals, and 2,120 in lunatic and imbecile asylums, or altogether 26,955 in public institutions (L.S. pp. 33-34). Considering that comparatively few of these are children, it is probable that one in every two London *adults* will be driven into these refuges to die, and the proportion in the case of the manual labour class must, of course, be much greater.

One in eleven of the whole metropolitan population is driven to accept Poor Law relief during any one year (see below, p. 19), and this notwithstanding the existence of organised metropolitan charities disbursing several millions annually (see below, p. 23).

On the night of 17th February, 1905, 2,481 people were counted sleeping out or walking the streets, apparently without a home. Of this number 1,983 received food from philanthropic organizations (Report of Vagrancy Committee, Cd. 2,852, p. 20). In 1905 there



LONDON

					Area in Acres (Land and Inland Water.)	Estimated population middle of 1905.	Persons per Acre, 1905.	Persons per inhabited house, 1905.
City of London	...	...	...	...	673	22,425	33.3	7.0
Battersea	...	...	...	...	2,160	177,532	82.2	7.2
Bermondsey	...	...	...	...	1,500	129,006	86.0	8.3
Bethnal Green	...	...	...	...	759	130,401	171.7	9.3
Camberwell	...	...	...	...	4,490	271,240	60.5	7.1
Chelsea	...	...	...	...	660	74,496	112.9	8.5
Deptford	...	...	...	...	1,563	114,495	73.3	7.0
Finsbury	...	...	...	...	589	98,207	166.7	10.9
Fulham	...	...	...	...	1,703	157,210	92.3	7.4
Greenwich	...	...	...	...	3,852	103,493	26.9	6.7
Hackney	...	...	...	...	3,289	228,479	69.5	7.2
Hammersmith	...	...	...	...	2,286	119,037	52.1	7.4
Hampstead	...	...	...	...	2,265	88,142	38.9	7.3
Holborn	...	...	...	...	405	56,481	139.4	12.6
Islington	...	...	...	...	3,091	342,994	110.9	8.7
Kensington	...	...	...	...	2,291	180,083	78.6	8.0
Lambeth	...	...	...	...	4,080	313,045	76.7	7.3
Lewisham	...	...	...	...	7,014	144,420	20.6	5.6
Paddington	...	...	...	...	1,356	147,935	109.1	8.1
Poplar	...	...	...	...	2,328	170,280	73.2	7.5
St. Marylebone	...	...	...	...	1,473	129,453	87.9	9.8
St. Pancras	...	...	...	...	2,694	236,183	87.7	9.9
Shoreditch	...	...	...	...	658	116,565	177.3	9.3
Southwark	...	...	...	...	1,131	208,528	184.3	9.9
Stepney	...	...	...	...	1,766	305,466	173.0	9.5
Stoke Newington	...	...	...	...	863	52,828	61.2	6.6
Wandsworth	...	...	...	...	9,130	265,392	29.1	6.1
Westminster	...	...	...	...	2,503	175,606	70.2	10.0
Woolwich	...	...	...	...	8,277	125,372	15.1	6.5
Administrative County of London	...	...	...	...	74,839	4,684,794	63.3	7.9

* Lying-in Institutions are situated in St. Marylebone

** The low infantile mortality in St. Marylebone and in Holborn is partly due to these children being re-

DROUGHS.

Population living in overcrowded tenements, 1901.	Rateable value per house, 1901.	Birth Rate per 100 married females, aged 15 to 45, in 1905.*	Death Rate in 1905.	Deaths under 1 year per 1,000 births, 1905.	Domestic Servants per 100 families or separate occupiers, 1901.	Common Lodging-house accommodation, 31st Dec., 1904.
10.8	£ 483.36	16.0	19.1	149	37.6	74
10.9	41.43	20.4	15.6	131	13.1	299
19.7	54.30	26.9	19.2	148	6.6	889
29.6	35.27	26.5	18.8	151	5.8	737
9.6	33.07	21.1	14.2	124	15.3	543
14.4	85.00	19.8	15.3	117	55.2	391
9.1	36.93	22.3	15.0	122	15.4	450
35.2	84.60	27.2	19.7	127	8.2	503
10.8	38.17	21.3	15.8	145	18.6	60
8.3	39.56	21.9	13.7	119	24.5	175
10.2	36.68	21.3	14.6	129	17.9	397
11.7	42.11	20.9	14.5	135	19.3	471
6.4	77.70	15.7	10.5	94	81.4	—
25.0	154.22	24.5	18.8	92**	22.3	2,363
17.0	47.42	19.8	15.1	125	15.5	1,424
14.8	92.43	18.8	15.1	144	80.0	803
12.2	42.88	22.5	15.4	115	18.1	739
2.7	34.55	20.8	12.2	92	36.2	30
13.6	77.30	18.9	14.2	123	50.2	264
16.4	33.72	26.0	18.2	153	8.1	1,250
21.1	111.95	27.3	16.5	88**	51.4	1,525
24.0	71.18	19.6	16.5	135	16.9	1,036
29.9	54.33	26.5	20.7	167	5.7	734
22.3	56.06	22.6	19.3	148	7.8	4,095
33.2	42.43	27.9	18.5	141	8.8	6,853
5.5	42.98	17.4	13.5	122	27.8	37
4.5	38.17	21.4	13.3	119	35.2	218
13.0	249.08	15.9	15.1	114	65.8	1,999
6.6	33.87	21.3	13.7	102	14.4	606
16.0	65.00	22.1	15.9	129	—	28,970

St. Mary's, Hackney, Holborn, Finsbury, Stepney and Lambeth.

Large number of births occurring in Lying-in Hospitals, many of the deaths among them occurring in other localities.

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were 48 cases in which a coroner's jury returned a verdict of death from starvation or death accelerated by privation (H.C. 1906, No. 304).

There were licensed for the sale of intoxicating liquors by retail at the annual Licensing Sessions, 1906, 5,018 public-houses; 1,946 beer or wine houses; 470 hotels, restaurants and refreshment rooms; and 72 theatres and music and concert halls. Of public-houses and beerhouses alone there are 11 to the acre and one to every 651 inhabitants, but very unequally distributed. There are also 2,777 "off-licenses." (L. S., p. 206.) The average rateable value of each public-house is £276; of each beer or wine house, £70; of each hotel, £2,238; of each restaurant, £560; of each theatre or music or concert hall, £2,301. (L. S., p. 214.)

The preceding table (from the Census of 1901, the Report of the L.C.C. Medical Officer, 1905, and L. S.) gives certain facts indicating the comparative condition of the inhabitants of the different London Boroughs.

LONDON'S ANNUAL RENTAL.

There are no means of ascertaining the exact amount of rent received annually by the landlords of London. The total rental value can, however, be arrived at approximately from the official assessment. All lands and houses throughout the metropolitan area are re-valued every fifth year for rating purposes; and in the meantime supplementary valuation lists are made to include all new buildings and structural alterations as soon as occupied. Under the Valuation (Metropolis) Act, 1869, the assessment must in all cases be equal to the full annual value at which the property would let from year to year, the tenant paying rates and taxes, but not executing repairs. Returns of rentals are quinquennially obtained, formerly by the Overseers of each parish and now by the Metropolitan Borough Councils; and, although the valuation and rental may not be exactly equal, there can be no doubt that the valuation does not, on the whole, exceed the gross rental. The total "gross valuation" for the year 1906 was £52,928,707. The so-called "rateable value," obtained by a fixed deduction for repairs from the gross valuation, was £43,486,437. The rates are actually levied on the "assessable value," which is the rateable value less half the value of agricultural land, and which in the same year was £43,477,771. (L. S., p. 473.)

Though there has been considerable improvement of late, there can still be little doubt that London as a whole is under-assessed, and a reconstitution of the valuation authority is much needed. For instance, a deduction of one-sixth for repairs is made from the "gross valuation" even when the great part of it represents the value of the site which, of course, needs no repairs; and again, when the tenant is doing the repairs the rent he pays is often taken as the gross valuation, though, as stated above, this ought to be what he would pay if the landlord did them. We can, therefore, safely take the total rental of London land and houses to be at least fifty

million pounds sterling annually. How much of this represents the rental value of the bare site cannot be ascertained with absolute certainty, but calculations based on the increase during the past thirty-five years (p. 9) indicate that the total annual value of the bare site must exceed £20,000,000 per annum. This is the price we pay year by year for the privilege of occupying the low hills and swampy marsh by the Thames, which labour has made so productive.

The balance of £30,000,000 per annum represents the annual rental value of the buildings on that site. But, in addition to this payment, the total "rates" now levied in London (see below, pp. 12—13) amount to about £14,000,000 (exclusive of water rate), bringing the total annual cost of living and carrying on business in London up to nearly £64,000,000, less than one-quarter of this being at present devoted to public purposes.

This total amounts, on an average, for each of London's 1,000,000 families, to:—

For Ground Rent	...	8s. 0d. per week.	
„ House Rent	...	12s. 0d.	„ „
„ Rates	...	5s. 6d.	„ „
		25s. 6d.	„ „

London's landlords include all sorts and conditions of men, from the ducal ground landlord and the wealthy leaseholder, down to the tenant in "beneficial occupation" at less than a rackrent, and the shareholder in a Building Society. But the great bulk of the rental goes into comparatively few hands. Among the largest owners are the Ecclesiastical Commissioners (especially in Paddington, Notting Hill and Lambeth); the City Companies—see p. 14—(especially in the City, St. Giles' and St. Martin's); the National Government, through the Office of Woods and Forests (especially near Regent Street, the Regent's Park and on the Holborn Viaduct), and through the Exhibition Commissioners of 1851 (at South Kensington); the Duchy of Cornwall (in Lambeth and Kennington); the City Corporation (especially in the City and Southwark); the London County Council; various Colleges at Oxford and Cambridge (notably Magdalen); the three great endowed hospitals, St. Bartholomew's, St. Thomas's, and Guy's (especially in Southwark and the City); the Trustees of the City Parochial Charities (especially in the City); and the great charitable foundations (such as Christ's Hospital and the Foundling Hospital).

To this extent the property is, in some sense, already "municipalized" or "nationalized," though the proceeds are often wofully misapplied. Next in order come the great private ground landlords: the Duke of Westminster (Belgravia, Pimlico, the Grosvenor Square district), the Duke of Bedford (Bloomsbury, the Covent Garden district, and Amptmill Square), Lord Howard de Walden (West Marylebone), Lord Cadogan (Chelsea), the Earl of Dartmouth (Blackheath and Lewisham), the Duke of Portland (East Mary-

lebone), the Marquis of Northampton (Clerkenwell), the Duke of Norfolk (South of the Strand), the Marquis Camden (Camden Town), Lord Southampton (Tottenham Court Road and Kentish Town), Sir Spencer Maryon Wilson (Hampstead), Captain Penton (Pentonville), the Marquis of Salisbury (St. Martin's Lane), the Tyssen-Amherst family (Hackney), the Eyre family (St. John's Wood), the Curzon family (Mayfair). It will be seen that many of these great landlords are hereditary legislators. Nearly all their property is in strict settlement, but a life owner has now large legal powers of disposal. It is nevertheless practically impossible to obtain anything more than terminable leases on the large proportion of London comprised in these and other estates.*

Besides the annual rental, the owners of London receive a continual stream of wealth in the "unearned increment" of value being constantly added to their property.

The rateable value of the Administrative County of London at the revaluation in 1906 was £43,500,000. Let us assume that the property is on an average worth only 18 years' purchase of the rateable value (*i.e.*, 15 years' purchase of the gross valuation). The saleable value of London at the present day would then be £780,000,000. In 1871 the rateable value was only £20,000,000, equal to a saleable value of £360,000,000. The total increment during those 35 years was, therefore, equal on an average to twelve millions a year, representing a growth in saleable value in the 35 years of no less than £420,000,000. A large part of this increased value was, however, caused by expenditure on new buildings. The suburban districts have been filling up; and the central districts have been extensively rebuilt. Fortunately the annual revision of the valuation list enables us to distinguish between new buildings (together with any structural improvements in old ones) and the rise in rent of unaltered land and buildings. We are thus able to ascertain separately, from official figures, the annual growth from this cause in all years except those of the quinquennial revaluations. As those periods have no influence on the building trades, it is fair to estimate for them at the mean of the year before and of the year after; and thus we have the total growth in rental caused by building operations very accurately ascertained. Errors of valuation no doubt occur; but these may be assumed to balance each other; and no one can pretend that London is, on the whole, even now over-assessed. Any additional growth must have been due to intensified demand for existing buildings, caused by increasing population, by the advance of London as an industrial centre, and by the helpless condition of the London poor. All landlords do not benefit equally; but from the point of view of the community at large this annual net increase is a real "unearned increment." How much it amounts to is shown in the following table, compiled from "London Statistics" (Vol. XVI., p. 478).

* Cf. "The Great Landlords of London," by Frank Banfield, M.A. (Spencer Blackett, 1888).

On 6th April.	Rateable Value.	Total Yearly increase.	Yearly increase due to New Buildings.	" Unearned Increment."
	£	£	£	£
1871	19,963,285			
1872	20,272,171	308,886	308,886	
1873	20,539,971	267,800	267,800	
1874	20,888,389	348,418	348,418	
1875	21,292,559	404,170	404,170	
1876	23,240,070	1,947,511	368,598^a	1,578,913
1877	23,573,096	333,026	333,026	
1878	24,053,542	480,446	480,446	
1879	24,594,293	540,751	540,751	
1880	25,206,745	612,452	612,452	
1881	27,629,241^c	2,422,496^b	559,408^a	1,702,338
1882	28,135,604	506,363	506,363	
1883	28,652,847	517,243	517,243	
1884	29,158,002	505,155	505,155	
1885	29,632,463	474,461	474,461	
1886	30,716,719	1,084,256	399,371^a	684,885
1887	31,041,000	324,281	324,281	
1888	31,316,073	275,073	275,073	
1889	31,588,153	272,080	272,080	
1890	31,777,015	188,862	188,862	
1891	33,004,612	1,227,597	224,366^a	1,003,231
1892	33,264,483	259,871	259,871	
1893	33,578,860	314,377	314,377	
1894	33,902,747	323,887	323,887	
1895	34,221,830	319,083	319,083	
1896	35,793,672	1,571,842	304,681^a	1,267,161
1897	36,083,950	290,278	290,278	
1898	36,584,981	501,031	501,031	
1899	37,022,237	437,256	437,256	
1900	37,562,187	539,950	539,950	
1901	39,643,618	2,081,431	500,102^a	1,651,015
1902	40,103,872	460,254	460,254	
1903	40,623,989	520,117	520,117	
1904	41,086,974	462,985	462,985	
1905	41,657,066	570,092	570,092	
1906	43,486,437	1,829,371	503,362^a	1,326,009
Total in 1871-1906		23,523,152	14,309,660	9,213,552

(a) Estimated.
in 1881.

(b) Government property £160,750, included for first time
(c) Including loss of £69,686 by alteration of area.

The total "unearned increment" during this period of 35 years (up to the last general valuation) is thus seen to have been £9,213,552 in annual rental, representing a saleable value of over £160,000,000. It amounts to one-fifth of the total saleable value of London. It must not, however, be supposed that this growth in value is all instantly received by the freeholder, still less by the great landlords. A large portion of it is temporarily intercepted by house-farmers, leaseholders, copyholders, and other types of landlord. The average rise of London rateable value (on unaltered buildings) is accordingly £263,244 per annum, or 0.84 per cent. on the average valuation. This annual rise in rent represents an annual addition to the saleable value of the property of about £4,750,000.

One suggestion may be added. If the £23,520,000 total increase in London's rateable value during 35 years of enormous building operations is divided so that £14,300,000 is due to them and £9,200,000 to "unearned increment," we may hypothetically infer that a similar proportion holds good of the total rateable value. In that case, out of the annual rental of £50,000,000 (see pp. 5, 6), we may estimate that £30,000,000 is for buildings, and some £20,000,000 for ground rent only. This state of things is not peculiar to London. It is the inevitable result of private ownership of land in advanced industrial communities. Every growing town in England shows similar results.

The "City" of London alone increased in rateable value tenfold between 1801 and 1906, viz., from £507,372 to £5,320,163; or from £760 per acre per annum to almost £8,000 per acre per annum. (*Encyclopædia Britannica*, Vol. XIV., pp. 820, 832, and L. S., p. 473). The proportion of the rental value of the bare site to that of the erections upon it is here much more than two-fifths, and the saleable value much more than eighteen times the rateable value.

This great unearned increment is due to the aggregation of people in this great city and to the expenditure of rates in police, sanitation, lighting, clearing of slum areas, poor relief and other necessary or beneficial purposes. The close connection between the two is illustrated by the table on the following page (from Mr. G. L. Gomme's Memorandum presented to Royal Commission on Local Taxation, 1898, C. 8,765, p. 264), which shows with regard to London property built prior to 1871 and valued in that year at £19,650,743 the rise of rateable value and of rates levied.

Year.	Estimated Rateable Value.	Estimated amount of Rates levied thereon.	Per cent.
	£	£	
1878-9	21,250,861	4,596,969	21·16
1879-80	21,250,861	4,681,868	22·03
1880-1	21,250,861	4,712,189	22·17
1881-2	22,842,004	4,770,715	20·88
1882-3	22,842,004	4,863,385	21·29
1883-4	22,842,004	5,023,754	21·99
1884-5	22,842,004	5,152,334	22·55
1885-6	22,842,004	5,287,332	23·14
1886-7	23,404,265	5,280,711	22·56
1887-8	23,404,265	5,265,726	22·49
1888-9	23,404,265	5,310,401	22·68
1889-90	23,404,265	5,604,661	23·94
1890-1	23,404,265	5,839,968	24·95
1891-2	24,174,862	6,091,432	25·19
1892-3	24,174,862	6,184,469	25·28

While the rates on such property have increased between the years 1878-9 and 1892-3 from £4,596,969 to £6,184,469, or £1,587,500, the annual value of the property itself has increased from £21,250,861 to £24,174,862, or £2,924,001. Thus, if we had made the landlord pay every farthing of the rates he would not have been able to say that he was out of pocket.

THE GOVERNMENT OF LONDON.

Though much has been done for unity, uniformity and simplicity in the last 60 years, especially by Acts passed in 1855, 1867, 1888, 1899 and 1903, London is still governed by a multiplicity of authorities, the existence of some of which is quite unknown to the majority of the ratepayers and other inhabitants.

Authority is exercised and rates levied over the Administrative County of London by the London County Council (gross expenditure, £8,802,483 in 1904-5), The Metropolitan Asylums Board (£1,026,674 in 1903-4), and the Central Body under the Unemployed Workmen Act, 1905 (see below, p. 19), and, over a much larger area (see above, p. 1), by the Metropolitan Police (£2,467,973 in 1905).

The Metropolitan Water Board has an area nearly as large as that of the Police, but with quite different boundaries. The City is exempted from some of the powers exercised in the rest of the Administrative County by the County Council, and exercises them or itself through its Corporation. It also has its own police.

The river Thames is controlled by the Conservancy (£118,562 in 1904), the Watermen's and Lightermen's Company, the City Corporation as port sanitary authority, and the Dock Companies; but these bodies have no power to rate the lands and houses of the inhabitants of London.

Further, authority is exercised and rates levied in 29 boroughs, together composing the Administrative County, by their 28 Metropolitan Borough Councils, including that of the "City of Westminster" (gross expenditure, £4,708,739), and by the Corporation of the City of London (£1,314,383); and in 31 other districts by their Boards of Guardians, and by joint committees of these Boards styled Sick Asylum District Managers and School District Managers (£3,599,878). Authority is also exercised, though rates are not levied, in the 28 Metropolitan Boroughs and in the City by the 29 Distress Committees under the Act of 1905. (For figures of expenditure, which are for 1903-4, unless otherwise stated, see L. S., pp. 358, 360, 404, 408 and 420.)

Of these bodies some are only partly or remotely responsible to the people of London. The Police authority is frankly autocratic. Only the London County Council, the City Corporation, the Borough Councils and the Boards of Guardians are directly elected. At the end of three years a triple series of elections takes place, all held within a period of five months of each other. The elector only imperfectly comprehends the difference of the duties of the three bodies to which he is called on to elect representatives—to say nothing of those of the non-elective bodies—and is weary of repeated pollings. The evil result is especially noticeable in financial matters. The rate demanded by the Borough Council, as collecting authority, is usually paid grumblingly without regard to or understanding of the different details composing it, even so far as these are therein intelligibly exhibited. Only occasionally does the ratepayer wake up and then he runs amuck, blindly visiting the faults of one authority on all those which he is called upon to elect.

The complexity of London administration is still further increased by certain partial attempts to level the inequality of rating prevalent in the different parts of London. The most important of the means adopted are: for Borough Council purposes, the fund under the Equalisation of Rates Act, 1894 (which equalised expenditure to the amount of £1,026,906 in 1904-5) and the Medical and Sanitary Officers' Grant (£32,659); and, for Poor Law purposes, the Pauper Lunatic Grant (£171,181), the Metropolitan Common Poor Fund (£1,577,089) and the so-called Indoor Pauper Grant (a fixed sum of £327,000 per annum). (See L.S., pp. 448-9 and 451).

The Boroughs benefiting by the Equalisation of Rates Act, 1894, are (in order of greatness of amount in the £ by which their rates are respectively relieved): Bethnal Green, Poplar, Camberwell, Woolwich, Stepney, Hackney, Deptford, Fulham, Islington, Greenwich, Battersea, Wandsworth, Southwark, Lambeth, Hammersmith, Lewisham, Stoke Newington, Shoreditch, Bermondsey, St. Pancras and Finsbury (L. S., p. 450); and the Unions benefiting by the

Common Poor Fund are (in similar order): St. George-in-the-East, Bethnal Green, Stepney, Poplar, Mile End Old Town, Bermondsey, Whitechapel, Southwark, Shoreditch, Camberwell, Greenwich, Hackney, Holborn, St. Pancras, Woolwich, Fulham, Lambeth and Islington (L. S., p. 448).

The rates raised by central bodies in London, including the various equalisation funds (only two of which are separately stated), were :—

	1901-2.		1902-3.		1903-4.		1904-5.		Average for 4 years.	
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
County rate (general and special)	1	3	1	3·50	1	4·75	1	5·75	1	4·25
Education rate... ..	1	2·52	1	2·66	1	3·19	1	4	1	3·09
Police rate	0	5	0	5	0	5	0	5	0	5
Metropolitan Asylums Board (common charges)	0	4·50	0	5·875	0	5·625	0	4·625	0	5·16
Metropolitan Common Poor Fund	0	8·12	0	8·44	0	9·35	0	8·90	0	8·70
Equalisation Fund under Act of 1894 ...	0	6	0	6	0	6	0	6	0	6
Total	4	5·14	4	7·47	4	9·91	4	10·27	4	8·20

(From L.C.C. Paper No. 886, dated 8th July, 1905.)

The average for the 4 years of the *total* rates varied from 9s. 8d. in Poplar to 6s. 4d. in the City; the Guardians' rate varying from 2s. 6·4d. in Poplar to 0s. 2·8d. in Westminster, and the Borough Council rate from 2s. 2·2d. in Battersea to 0s. 9·5d. in Deptford. The following table (from the source last quoted) shows with regard to the Metropolitan Boroughs and Unions in detail the

AVERAGE RATE FOR THE FOUR YEARS 1901-2 TO 1904-5.

Boroughs and Unions.	Assess- able value per head of popula- tion (1904).	Rate in the £ levied.			
		Total rates.	Guardians' rates.	Borough Council rates.	
	£	s. d.	s. d.	s. d.	d.
Poplar B. and U.	4.8	9 8.1	2 6.4	2 1.2	
Bermondsey B. and U.	7.1	9 1	2 4.7	1 9.5	
Stepney B.—					
Stepney U.	5.6	8 8.6	1 11.9	1 9.7	
St. George-in-the-E. U.	4.2	8 8	2 0.9	1 8.7	
Mile End Old Town U.	3.8	8 2.25	1 8.7	1 7.2	
Whitechapel U.	6.3	7 6.2	1 0.2	1 7.5	
Bethnal Green B. and U....	4.1	8 0.25	1 8.8	1 2.7	
Camberwell B. and U.	4.9	7 11.6	1 4.5	1 9.2	
Battersea B. (part of Wandsworth U.)...	6.0	7 10.25	0 8.5	2 2.2	
Woolwich B.—					
Woolwich U. (part of)	5.1	7 7.4	0 10.0	2 2.0	
Lewisham U. (part of)	6.0	7 0.5	0 8.2	1 11.0	
Greenwich B.—					
Greenwich U. (part of)	5.9	7 7.55	1 3.8	1 3.6	
Woolwich U. (part of)	6.1	6 11.75	0 8.9	1 2.8	
Hackney B. and part of U.	5.4	7 5.5	0 10.2	1 6.9	
Shoreditch B. and U.	6.7	7 5.5	0 8.0	2 1.4	
Fulham B. and U....	5.5	7 4	0 8.4	1 8.8	
Holborn B.—					
Holborn U. (part of)	15.3	7 4	0 11.0	1 9.8	
St. Giles and St. George U....	16.6	7 1.6	0 7.1	1 8.9	
Wandsworth B. and part of U.	6.2	7 2.4	0 8.5	1 8.1	
Deptford B. (part of Greenwich U.)	5.5	7 2.25	1 4.6	0 9.5	
Lewisham B. (part of U.)	6.4	7 2.1	0 8.3	1 8.1	
Lambeth B. and U.	6.2	7 0.75	0 9.0	1 5.9	
Islington B. and U.	5.7	7 0.6	1 1.3	1 2.1	
Southwark B. and U.	6.2	7 0.3	0 8.8	1 5.3	
Hammersmith B. and U....	6.3	6 11.75	0 8.3	1 5.8	
St. Pancras B. and U.	7.7	6 11.4	0 8.1	1 5.1	
Chelsea B. and U.	11.5	6 10.75	0 8.4	1 4.6	
St. Marylebone B. and U.	13.3	6 9.6	0 7.7	1 4.2	
Finsbury B. (part of Holborn U.)	9.6	6 9.4	0 10.2	1 0.5	
Hampstead B. and U.	11.7	6 9	0 3.3	1 8.4	
Stoke Newington B.(part of Hackney U.)	6.6	6 8.25	0 9.9	1 0.2	
City of Westminster—					
Strand U.	63.6	6 9.3	0 6.6	1 3.6	
St. George's U.	26.3	6 5.9	0 4.9	1 2.5	
Westminster U.	34.8	6 2.1	0 2.8	1 2.5	
Paddington B. and U.	9.8	6 5.5	0 3.4	1 5.4	
Kensington B. and U.	12.7	6 4.5	0 4.7	1 0.4	
City of London (<i>night population</i>)	195.1	6 4	0 3.6	1 4.3	
Do. (<i>day population</i>)	16.5	...	...	...	
Average for the Administrative County	8.9	7 0.5	0 9.1	1 5.5	

NOTE.—The Central rates included in the column "Total Rates" amount to 4s. 8.2d. except in the City. Figures sometimes do not quite tally owing to losses in collection, adjustments between parishes, etc.

These heavy variations in the rates raised are due in some measure to differences of principle of administration adopted in the past or present by local bodies (itself an evil within the boundary of one and the same city), *e.g.*, as to provision of buildings, giving of out-door relief, etc.; but chiefly to the difference in their respective resources and necessities. (Compare column 1 of table above and the table of pauperism next to p. 18.) Thus the richer districts enjoy the advantage of a low poor rate, at the same time profiting by the cheapness of the labour of the residents in the poor districts, which are made still poorer by the heavy burden of their own rates.

THE CITY GUILDS.

Property worth at least £20,000,000, clearly belonging to the people of London, is still secretly administered by the 1,500 members of the self-appointed "Courts of Assistants" of the 74 "Livery Companies," the ancient trade guilds of the City of London. The total property of these companies, including their valuable plate, halls, etc., was estimated by the Royal Commission on the City Livery Companies (which reported in 1884) to be worth about £15,000,000 in 1879-80, and to be then producing an income of £750,000 to £800,000 a year. They also estimated that the capital value would rise to £20,000,000 in the next 25 years (see their Report, p. 30), which would make their income at the present time about £1,000,000 a year. This is derived mainly from land and house property in London and elsewhere. Below are given tables taken chiefly from Firth's "Reform of London Government," summarizing the Report of the Royal Commission, showing their income in 1879-80, and details of their expenditure out of corporate moneys in that year.

About a quarter of their income was held on special charitable trusts, such as schools, almshouses, pensions to the aged—some restricted to members of the companies and their families, some open.* The balance of the companies' income was "Corporate Income," regarded by the members as being at their own disposal. Accordingly, while generously contributing about £150,000 to various public purposes (schools, technical education, charities, etc.), they practically divided the rest among themselves, some £40,000 being paid to the 1,500 members of the respective courts of assistants (sometimes consisting largely or partly of members of the same family) in fees for their attendance, £60,000 in salaries to clerks and other officers, and £100,000 consumed in banquets. (See Report, pp. 36, 37.)

Under the pressure of public opinion there is a tendency for their voluntary contributions for public purposes to increase. A notable instance is what they have done for the City and Guilds Institute

* Of their charitable income a certain part, say £30,000 or £40,000, was for the benefit of City Parishes of London, or of provincial towns and villages—to a considerable extent by means of doles in money or kind. See the Report, pp. 33-34, and the Digest of Endowed Charities of the Livery Companies, 1868. These do not include the City Parochial Charities, which (with a few exceptions) have been consolidated, reorganized and their doles abolished under an Act of 1883.

for Technical Education, though their support of this has tended to fall off in the last few years. But the great bulk of their funds is still at the sweet will of governing bodies in many cases inefficient and in no case subject to any public audit or control.

TABLE SHOWING THE CORPORATE AND TRUST INCOME OF THE LONDON LIVERY COMPANIES, 1879-80.

Company.	Corporate Income.	Trust Income.	Total Income.	Number of Liverymen	Number of Court.
<i>Twelve Great Companies.</i>	£	£	£		
Mercers	47,341	35,147	82,758	157	30
Grocers	37,736	500	38,236	214	35
Drapers	50,141	28,513	78,654	302	29
Fishmongers	46,913	3,800	50,713	432	34
Goldsmiths	43,505	10,792	54,297	170	25
Skinners	18,977	9,950	28,927	190	30
Merchant Taylors	31,243	12,068	43,311	195	35
Haberdashers	9,032	20,000	29,032	460	38
Salters	18,892	2,148	21,040	173	27
Ironmongers	9,625	12,822	21,617	52	55
Vintners	9,365	1,522	10,887	220	18
Clothworkers	40,458	10,000	50,458	150	44
<i>Twelve largest of the Minor Companies.</i>					
Leathersellers	16,395	2,333	18,728	139	28
Brewers	3,157	15,482	18,640	75	30
Carpenters	10,378	940	11,318	134	?
Saddlers	10,243	1,000	11,243	92	24
Armourers	8,026	60	8,086	66	21
Cordwainers	6,154	1,600	7,754	96	20
Coopers... ..	2,420	4,700	7,120	170	20
Dyers	6,000	1,000	7,000	83	?
Cutlers	5,337	50	5,387	88	23
Stationers	3,170	1,576	4,746	312	?
Girdlers	2,932	1,374	4,306	91	24
Apothecaries	3,398	500	3,898	150	24
<i>Fifty Smaller Companies, about</i> ...	40,000	10,000	50,000	3,500	800
	480,838	188,147	668,985		
<i>Annual value of Halls, Plate, Almshouses, etc., about</i> ..	100,000	—	100,000	—	—
Total in 1879-80 ...	580,838	188,147	768,985	7,500	1,500

ESTIMATED INCOME FOR 1905.

	£	£	£		
	755,000	245,000	1,000,000	—	—

EXPENDITURE OF CORPORATE MONEYS, 1879-80.

Name of Company.	Corporate Income.	Court and other Fees.	Salaries.	Entertain- ments and Wine.	Maintenance of Buildings, &c.	Voluntary Contributions.	Miscellaneous.
	£	£	£	£	£	£	£
Mercers	47,341	8,766	5,643	4,909	7,729	15,236	—
Grocers	37,236	762	3,672	6,014	2,298	17,491	1,860
Drapers	50,141	4,984	4,149	6,112	16,576	12,320	997
Fishmongers	46,913	£6,994		9,311	7,247	19,993	8,344
Goldsmiths	43,505	1,576	4,292	6,266	6,954	28,414	2,736
Skinners	18,977	2,566	2,617	5,602	1,498	5,272	2,212
Merchant Taylors	31,243	1,291	4,685	8,985	1,936	11,694	457
Haberdashers	9,032	2,496	762	2,024	1,115	1,176	276
Salters	18,940	3,101	1,072	3,046	2,345	2,557	8,474
Ironmongers	9,629	873	1,534	2,479	2,866	1,057	1,350
Vintners	9,335	1,104	1,726	3,070	1,607	1,508	499
Clothworkers	39,149	3,524	3,070	3,742	7,517	19,473	—
Apothecaries	3,398	296	498	778	153	631	—
Armourers and Braziers...	8,086	1,465	660	1,923	1,996	3,283	—
Bakers	1,911	347	186	778	384	393	—
Barbers	1,383	166	250	556	201	—	—
Blacksmiths	684	102	77	370	46	128	—
Brewers	3,157	307	773	628	478	606	—
Carpenters... ..	11,318	941	691	1,289	973	1,227	2,147
Coachmakers	1,179	182	131	238	353	178	—
Cooks	2,560	356	244	1,122	319	189	—
Coopers	2,420	1,461A	377	c	371	190	—
Cordwainers	6,259	£2,206		1,070	1,542	1,050	—
Curriers	1,295	129	278	320	1,250	105	—
Cutlers	5,885	702	585	2,343	695	1,155	20
Founders	1,853	271	250	410	839	54	—
Girdlers	4,356	319	442	1,052	1,461	177	—
Glaziers	285	36	45	189	—	11	—
Innholders	1,327	184	150	222	360	—	—
Joiners	1,312	244	120	783	83	264	—
Leathersellers	16,395	2,200	1,070	2,666	9,100	2,705	—
Painters	793	—	44	325	362	31	—
Plumbers	887	316	86	398	E	66	—
Saddlers	10,243	3,140	773	1,755	1,365	1,845	—
Scriveners	836	184	114	383	D	245	—
Stationers	3,173	—	335	644	1,077	560	—
Wax Chandlers	1,375	2,092B	220	c	c	—	15
Wheelwrights	319	—	48	225	34	40	—

A Including Entertainments.

B Including Law Costs, &c.

C Included with Court Fees.

D Included with Salaries.

E Included with Entertainments.

These companies formerly discharged various public functions connected with their respective trades, and were once doubtless of great public utility. Every trading citizen, rich or poor, man or woman, could become a member, and was sometimes obliged to do so. It is probable that the companies are still legally empowered to compel every tradesman in the City of London to take up his freedom in the company; and that every tradesman or craftsman has the right to be admitted; and that they are bound to teach the trade to all who come to learn, and to provide for their poor members and such as are infirm or decayed out of the lands which they were by charter permitted to acquire.

It need hardly be said that the companies themselves recognise no such obligations. The Goldsmiths Company still does the "hall-marking" of gold and silver; the Fishmongers Company still inspects and condemns stinking fish; the Apothecaries Company maintains botanic gardens and grants inferior medical degrees; the Gunmakers Company tests and stamps gun-barrels; and the Stationers Company sells almanacks and maintains not very efficiently a register of published books. But these, with some minor efforts of the Plumbers, Turners, Coachmakers and a few other companies, practically cover the surviving public services rendered in return for the magnificent public property administered by the companies.

The necessity for reform has long been manifest. The Report of the Royal Commission of 1884, signed by such moderate reformers as the Earl of Derby, the Duke of Bedford, Viscount Sherbrooke, Lord Coleridge, and Alderman Sir Sidney Waterlow, recommended the immediate intervention of the State for the purpose of (1) preventing the alienation of the property of the companies of London; (2) securing the permanent application of a considerable portion of the corporate income thence arising to useful purposes; (3) declaring new trusts in cases in which a better application of the trust income of the companies has become desirable. It also recommended that the companies should be compelled to publish accounts; that their constitution should be reorganised; and that admission to the livery should cease to confer the Parliamentary franchise.

POOR RELIEF.

The reform of the Poor Law and its administration is a national rather than a metropolitan question; but the size of London, the extent of its destitution, the want of order or control in its charities, hospitals, etc., and of system in its municipal life, make reform specially urgent within its boundaries.

The administration of the Poor Law is committed in London to 31 Boards of Guardians, acting either for separate parishes (18) or for "Unions" (13) of smaller parishes, and the Metropolitan Asylums Board. Pauper lunatics, however, are sent to the asylums provided by the County Council and by the City Corporation.

The Guardians are elected triennially in April. Their election evokes the least interest of all (see above, p. 3). At the Guardians'

election of 1907 there were only contests in about two-thirds of the wards, and even where there were contests only 28·1 per cent. of the voters on the average took the trouble to poll. Elected under these circumstances the *personnel* of the Boards of Guardians is generally not of a very high order.

Yet the Boards of Guardians have to perform functions which are of the highest importance to the public, especially to the poorer citizens. They are bound by law to grant relief to every destitute applicant; but it rests with them to decide whether to grant "out-door relief" in money or food; or merely to admit the applicant to the workhouse, the workhouse infirmary (for the sick), or the "labour-yard," for imposing task work on able-bodied men. These institutions, as well as the Poor Law schools* and the "casual wards" are completely under their control.

The Metropolitan Asylums Board is composed of 55 delegates elected by the Boards of Guardians, with 18 members nominated by the Local Government Board. It controls and manages 6 public asylums for imbeciles (as distinguished from lunatics); 14 metropolitan hospitals for the infectious diseases, of both paupers and non-paupers; 2 ophthalmic, 2 ringworm and 7 defective schools; 3 convalescent homes, and 1 training ship and 3 remand homes for children, and an ambulance service. Its gross expenditure in 1904-5 was £1,002,708 (L. S., p. 415), most of which is recoverable from each union in proportion to its rateable value and practically all of which ultimately swells the poor-rate.

The following table, taken from H. C., 1905, No. 81, L. S., pp. 71—85, and the "Statistical Abstract for London," vol. ix., shows:—

* On 1st January, 1906, only 753 children were boarded-out by the Guardians of London Unions; while of the children of school age maintained in Poor Law establishments (not counting those of the Metropolitan Asylums Board, and not counting children sent to Roman Catholic and other certified schools) 8,233 were taught in pauper schools, and only 2,557 were taught in ordinary public elementary schools. (See L. G. B. Report, 1905-6, pp. 534, 535, and 572—576.)

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election of 1907 there were only contests in about two-thirds of the wards, and even where there were contests only 28·1 per cent. of the voters on the average took the trouble to poll. Elected under these circumstances the *personnel* of the Boards of Guardians is generally not of a very high order.

Yet the Boards of Guardians have to perform functions which are of the highest importance to the public, especially to the poorer citizens. They are bound by law to grant relief to every destitute applicant; but it rests with them to decide whether to grant "out-door relief" in money or food; or merely to admit the applicant to the workhouse, the workhouse infirmary (for the sick), or the "labour-yard," for imposing task work on able-bodied men. These institutions, as well as the Poor Law schools* and the "casual wards" are completely under their control.

The Metropolitan Asylums Board is composed of 55 delegates elected by the Boards of Guardians, with 18 members nominated by the Local Government Board. It controls and manages 6 public asylums for imbeciles (as distinguished from lunatics); 14 metropolitan hospitals for the infectious diseases, of both paupers and non-paupers; 2 ophthalmic, 2 ringworm and 7 defective schools; 3 convalescent homes, and 1 training ship and 3 remand homes for children, and an ambulance service. Its gross expenditure in 1904-5 was £1,002,706 (L. S., p. 415), most of which is recoverable from each union in proportion to its rateable value and practically all of which ultimately swells the poor-rate.

The following table, taken from H. C., 1905, No. 81, L. S., pp. 71—85, and the "Statistical Abstract for London," vol. ix., shows:—

* On 1st January, 1906, only 753 children were boarded-out by the Guardians of London Unions; while of the children of school age maintained in Poor Law establishments (not counting those of the Metropolitan Asylums Board, and not counting children sent to Roman Catholic and other certified schools) 8,233 were taught in pauper schools, and only 2,557 were taught in ordinary public elementary schools. (See L. G. B. Report, 1905-6, pp. 534, 535, and 572—576.)

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Of the 6,636 male able-bodied adults shown in the table as having received indoor relief, 3,708 were described as in health and 2,928 as temporarily disabled. Of the 4,802 females, 2,304 were in health and 2,498 temporarily disabled. Again, of the 3,540 male able-bodied adults shown as having received outdoor relief, 1,117 were described as having been relieved on account of their own sickness, accident or infirmity, and 2,423 as having been relieved for other causes. Further, of the outdoor paupers, 1,425 men, 1,500 women and 1,122 children received medical relief only, which does not disfranchise.

The total number of paupers relieved is always less in summer. On 1st July, 1905, it was 138,276 (H. C., 1905, No. 81—I.). It fluctuates, of course, also from year to year. Thus, while the total shown in the table for 1st January, 1905, amounted to 31·8 per thousand of the population, the proportion for the same date in 1903 was 29·4; in 1904, 29·6; in 1906, 31·7; and in 1907, 30·8. (See H. C., 1903, No. 109; 1904, No. 84; 1905, No. 81; 1906, No. 272; and 1907, No. 108.)

Of course the relief is not usually given permanently, even in the case of the aged. But the total number of persons who receive relief during a year is not generally recorded in an available form. In 1892, however, a count was taken which showed that while on the 1st of January of that year 60,676 persons received indoor and 37,677* received outdoor relief, the total numbers of persons receiving such relief during the year ending Ladyday, 1892, were 160,737 and 152,779† respectively (see H. C., 1892, No. 265). Moreover, as to lunatics, figures are available showing that while there were in the London County and City Asylums 17,552 patients (pauper and non-pauper) on 31st December, 1904, the total number of cases treated therein during the year ending on that day was 21,243 (see L. S., p. 162). As to vagrants there are no figures for the year. We may assume that these proportions hold good as to the figures given in the table above, and, therefore, find the number of paupers relieved during the year 1904-5 to have been 186,600 indoor, 213,900‡ outdoor, and 20,900 lunatics. We may guess the number of vagrants to have been 10,000. This calculation based however on the figures for a year rather above the average, would give a pauper class seeking relief in London during the year of 430,000,§ or 1 in 11 of the total population, 1 in 9 of the wage-earning classes.

UNEMPLOYED WORKMEN ACT, 1905.

Under this Act, passed in the autumn of 1905, a new organization has been set up for the purpose of relieving, without the stigma of pauperism, workmen temporarily unemployed for causes over which they have no control. There are in London 29 "Distress Com-

* Or, exclusive of those receiving medical relief only, 34,064.

† Or, exclusive of those receiving medical relief only, 110,852.

‡ Or, exclusive of those receiving medical relief only, 158,500.

§ Or, exclusive of those receiving medical relief only, 375,000.

mittees," acting under the control of an authority with the barbarous title of "Central (Unemployed) Body for London." Each Committee has a Labour Bureau or Exchange, maintained by grants from the central body, where applicants for work can apply. From their establishment up to 31st March, 1906, the Distress Committees received 39,728 applications, including 575 from women. Of the applications received, those of 23,838 persons (on whom 69,038 others were dependent) were during the period mentioned entertained as deserving; and of these 9,443 were provided with work by or through the medium of the Committees. Of the persons whose applications were entertained 50·2 per cent. were general or casual labourers, and 24·9 per cent. belonged to the building trades. The males among them amounted to 1·7 per cent. of the male working population. The total expenditure up to the same date was £32,718, which was defrayed partly by voluntary contributions and partly by the levying of a rate which under the Act must not exceed $\frac{1}{2}$ d. in the £; or 1d. with the consent of the Local Government Board (H. C., 1906, No. 392). In the year November, 1905, to November, 1906, they spent just about £100,000.

LONDON'S HOSPITALS.

London's sick are provided for in 12 great general hospitals with medical schools; 11 smaller general hospitals; 87 special hospitals (many of these unnecessary); 41 provident and 38 free dispensaries; 32 workhouse infirmaries and sick asylums; 42 poor-law dispensaries, and 11 public hospitals for infectious diseases, and a considerable number of convalescent homes at the seaside and elsewhere. (See L. S., pp. 102 to 110; Burdett's Hospitals and Charities for 1906, p. 178, *ibid.* for 1905, p. 82, and the Annual Charities Register for 1906, pp. 103, 169.) These 273 separate institutions compete with one another for funds, for patients, for doctors, for nurses and for students. They are distributed geographically over London without regard to present local necessities; nor does a proper system of co-operation exist among them. New institutions are started, sometimes under doubtful auspices; some of those already existing are obviously maintained mainly as a means of livelihood for the staff; and institutions are not wanting in which the motive for healing the body is to catch the soul.

The annual income of the 110 *voluntary hospitals* is computed to have amounted in the year 1904 to £1,461,479 (equivalent to a rate of about 8 $\frac{1}{2}$ d. in the £), of which about £270,000 came from invested property, about £340,000 from legacies, about £150,000 from "King Edward's Fund," the "Hospital Sunday Fund" and the "Hospital Saturday Fund," probably £40,000 from patients' payments, and some £650,000 from subscriptions, donations, the proceeds of bazaars, concerts, fairs, fêtes, limericks and lotteries, and all the thousand and one devices invented by officers at their wits' end for funds to maintain the 8,001 occupied beds (2,410 remained empty, chiefly through want of funds), the 120,674 in-

patients and the 2,011,161* out-patients of the year. The 41 *free dispensaries* had in 1903 a total income of £31,871 and dealt with 207,549 patients, while the 38 *provident dispensaries*, with an income of £23,393, had the care of 77,055 members and their families.

But the number of beds provided by public authorities largely exceeds those of all the voluntary hospitals put together. The *Metropolitan Asylums Board*, on 31st December, 1904, was maintaining 11 hospitals for fever and other infectious diseases with accommodation for 4,981 patients, without counting the accommodation they had ready for 2,000 small-pox patients. Any inhabitant suffering from the dangerous infectious diseases is now admitted to free treatment in its hospitals, and this is not to be considered "parochial relief" (Public Health (London) Act, 1891, sec. 80). Accordingly, 85·6 of the cases of scarlet fever notified in London in 1904 were admitted to these hospitals, 78·7 of the cases of diphtheria and 51·6 of the cases of enteric fever, and any cases of small-pox. The total number of patients treated during the year was 21,656.

The 32 *poor-law infirmaries and sick asylums* have accommodation for 16,976 paupers, while during the year 1904 there were issued 114,158 orders for medical attendance (in addition to 17,223 outdoor paupers attended without order). These orders are only granted for a week or so, but may include a whole family. Their acceptance does not involve disfranchisement (see Medical Relief Disqualification Act, 1885).

One in three of London's population will die in a workhouse, poor-law infirmary, Metropolitan Asylums Board hospital, or voluntary hospital; one in eight will die in a voluntary hospital; these being the proportion of deaths in these institutions to the total number of deaths occurring (L. S., p. 34). One in every three or four of the inhabitants of London and its neighbourhood will make some sort of use of one or more of the voluntary hospitals in the course of the year. Yet the public have at present absolutely no control over the establishment, the property, the expenditure, the management or the extinction of these institutions. Only three of them have to render any accounts to the Charity Commissioners. There is no public supervision or inspection, and no public audit to check their waste. Their property, consisting of investments producing about £270,000 a year, and buildings very leniently rated at about £80,000 a year, besides valuable plant, is, except in a few instances, at the mercy of the governing body and trustees for the time being. Their income is expended by boards of directors or governors, usually co-opted or self-appointed, though nominally elected by subscribers. Most of the management really rests with the medical staff and officials. The only outside control is the pressure put on them by the King's Fund, the Hospital Sunday Fund and the Hospital Saturday Fund in making their grants. By this means considerable good has already been effected.

* But many were counted twice over, or even oftener.

THE PROPERTY OF THE POOR.

Of the vast amount of property, given or bequeathed by way of endowment of various charities, much has been stolen ; and much is still being jobbed or misapplied. No annual official statistics exist of the charitable endowments ; no general public audit, supervision or control checks the waste or misappropriation of the property of the poor. The Charity Commissioners sometimes interfere in special cases ; but they have no general authority over charities as such. Trustees of charitable funds are bound to render accounts to the Commissioners, and, in the case of parochial charities, to the Borough Councils (18 & 19 Vic. c. 124, s. 44), but many disobey the law, which is not enforced. Those returns which are received are not necessarily published.

There has recently been issued by the Charity Commissioners a "Digest of Endowed Charities in the Administrative County of London" (H. C. 1905, No. 309), which shows endowments appropriated in whole or in part for the benefit of London with a gross income of £710,450. The principal heads are :—

	£
For the benefit of parishes within the City ...	28,369
For the benefit of parishes without the City ...	298,478
Bridge House Estates, about	125,000
City Parochial Foundation... ..	92,805
Peabody Donation Fund	67,547
Other General London Charities	98,251
Total	£710,450

The Bridge House Estates are applied in maintaining the City bridges. The City Parochial Foundation was formed in 1883 to 1891 by consolidating the charities of the smaller City parishes, and of its income in 1903 of £92,805, £39,948 was applicable to Church purposes and the rest for secular, chiefly polytechnics and institutes. The Peabody Donation is for housing the working classes.

In addition, the City companies hold trust property which must now be worth at least £200,000 a year, without counting their "corporate income." And the voluntary hospitals have an income derived from invested property of about £270,000. The total income, therefore, derived from property of these London charities is about £1,200,000 a year, and the total annual income from *all* sources of *all* the London charities must amount to several million pounds. The Classified Directory to the Metropolitan Charities for 1907, published by Longmans, Green & Co., mentions 916 charitable institutions having their headquarters in the Metropolis, and gives the approximate income of 731 of them as amounting in 1905-6 to £7,533,252. The principal heads are given as :—

	£
Institutions for spiritual welfare	3,265,189
Charities for permanently afflicted	275,551
Hospitals, dispensaries, convalescent homes, etc.	1,166,458
Charities for the aged	670,335
Institutions for food and for general relief ...	581,018
Voluntary homes, orphanages, etc.	462,200
Institutions for reformation and prevention ...	68,294
" " education	562,832
" " social improvement	230,810
" " protection	250,565
	£7,533,252

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